



**ASSOCIATION of
GOVERNMENTS**

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Orange County Transportation Authority: Lou Correa, County of Orange

Riverside County Transportation Commission: Robin Lowe, Hemet

Ventura County Transportation Commission: Keith Millhouse, Moorpark

559 05.09.06

MEETING OF THE

OPEN SPACE WORKING GROUP

Tuesday, November 14, 2006

10:00 AM – 12:00 PM

SCAG Offices

818 West 7th Street, 12th Floor

Conference Room Riverside B

Los Angeles, CA 90017

213.236.1800

Teleconferencing Available:

Please RSVP with Jill Egernan

24 hours in advance.

If members of the public wish to review the attachments or have any questions on any of the agenda items, please contact Jill Egernan at 213.236.1919 or egernan@scag.ca.gov

SCAG, in accordance with the Americans with Disabilities Act (ADA), will accommodate persons who require a modification of accommodation in order to participate in this meeting. If you require such assistance, please contact SCAG at (213) 236-1868 at least 72 hours in advance of the meeting to enable SCAG to make reasonable arrangements. To request documents related to this document in an alternative format, please contact (213) 236-1868.

Open Space Working Group

AGENDA

PAGE #

TIME

1.0 CALL TO ORDER

Liz Chattin,
Chair

2.0 PUBLIC COMMENT PERIOD

Members of the public desiring to speak on an agenda item or items not on the agenda, but within the purview of the group, must fill out and present a speaker's card to the assistant prior to speaking. A speaker's card must be turned in before the meeting is called to order. Comments will be limited to three minutes. The chair may limit the total time for all comments to twenty (20) minutes.

3.0 REVIEW and PRIORITIZE AGENDA ITEMS

4.0 CONSENT CALENDAR

4.1 Approval Item

4.1.1 Minutes of September 12, 2006 01
Attachment

4.1.2 Minutes of October 10, 2006 04
Attachment

5.0 INFORMATION ITEMS

5.1 Healthy Parks, Schools and Communities

Mr. Garcia will discuss the work CLUPI has done in the area of park access and public health.

Robert
Garcia,
Center for Law in
the Public Interest

15 minutes

5.2 Consultant Update Attachment

The Group will receive a report on The Community Open Space Workshop, products for the natural open space component, and future plans for the community open space component.

Jean Carr,
Jones and Stokes

06

15 minutes

Open Space Working Group

AGENDA

		PAGE #	TIME
5.3	<u>Finance Incentives Attachment</u> A variety of possible open space financial mechanisms will be presented.	Craig Hoshijima, 07	10 minutes
5.4	<u>Implementation Discussion Attachment</u> A representative from Fox and Sohagi will discuss possible implementation mechanisms for the Open Space Program.	Margaret Sohagi Helene Smookler Fox and Sohagi 10	10 minutes
6.0	<u>CHAIR'S REPORT</u>		
7.0	<u>STAFF REPORT</u> Staff will report on upcoming schedule and future topics		
8.0	<u>FUTURE AGENDA ITEMS</u> Any Committee members or staff desiring to place items on a future agenda may make such request. Comments should be limited to three (3) minutes.		
9.0	<u>ANNOUNCEMENTS</u>		
10.0	<u>ADJOURNMENT</u> The next meeting of the Open Space Working is tentatively scheduled for Tuesday January 9, 2006 at the SCAG offices.		

**SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
of the
OPEN SPACE WORKING GROUP**

**September 12, 2006
Minutes**

**THE FOLLOWING MINUTES ARE A SUMMARY OF ACTIONS TAKEN BY THE
OPEN SPACE WORKING GROUP. AN AUDIOCASSETTE TAPE OF THE ACTUAL
MEETING IS AVAILABLE FOR LISTENING IN SCAG'S OFFICES**

The Open Space Working Group held its meeting at SCAG Offices, Downtown, Los Angeles, CA.
The meeting was called to order by Jacob Lieb, SCAG Staff.

Present

**Chattin, Liz
Clark, Margaret**

**Crowe, Dick
Dake, Glen
Gutierrez, Ruben
Harlan, Jeffrey
Harris, Scott
Marsh, Lindell
McCormick, Kally**

**Pastor, Steve
Reid, Wendy
Rollman, Sherry
Schmidt, Karen
Silver, Dan
Simpson, Frank**

**County of Ventura
City of Rosemead and the San Gabriel Mountains
Regional Conservancy
BLM (*via teleconference*)
Landscape Architect
Antelope Valley Conservancy (for Ann Croissant)
Michael Brandman Associates
California Department of Fish and Game
Attorney
Caltrans
Riverside County Farm Bureau (*via teleconference*)
Antelope Valley Conservancy
USDA Forest Service
SOAR
Endangered Habitats League
RMC**

**SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
of the
OPEN SPACE WORKING GROUP**

**September 12, 2006
Minutes**

1.0 CALL TO ORDER & PLEDGE OF ALLIGANCE

Jacob Lieb, SCAG Staff, called the meeting to order at 10:05 a.m. Introductions were made by those present and via videoconference. Mark Pisano, Executive Director welcomed the group gave a summary on the goals and objectives of the Open Space Working Group. Hasan Ikhrata, Director of Planning and Policy also welcomed the group.

2.0 ELECTION OF CHAIR & VICE CHAIR

Elizabeth Chattin, County of Ventura, elected Chair. Election of Vice Chair will be held in the future.

3.0 PUBLIC COMMENT PERIOD

4.0 REVIEW and PRIORITIZE AGENDA ITEMS

Items heard in the following order: 6.1.2; 6.2; 6.6

5.0 CONSENT CALENDAR

6.0 INFORMATION ITEMS

6.1.2 Presentation by Kristeen Penrod

Kristeen Penrod briefed the group on South Coast Wildland's efforts throughout the region regarding the evaluation and prioritization of landscape linkages:

- biological irreplaceability and vulnerability to urbanization
- the quality of the habitat in the linkage
- does one linkage contribute to other linkages in a chain
- developing a communications plan for the South Coast Missing Linkages Vision

6.1.1 Presentation by Elizabeth Chattin

Elizabeth Chattin presented on wildlife crossing mitigation and how crossing structures are retrofitted to assist wildlife movement. She also explained how roadways are the greatest impact to wildlife mortality which results in a loss of biodiversity and extinction of populations. To date, there are no standardized or adoptive measures to mitigate the impacts of wildlife movement from discretionary projects.

6.2 Presentation by SCAG Consultant Team

Paul Beier gave the group a brief summary of the 15 different linkage designs in southern California and 24 linkage designs in Arizona. There are approximately 15 priority linkages, 9 of which are in the SCAG eco-region; two of them partially overlap, Tehachapi and the Santa Ana Palomar. These are target areas for mitigation for cumulative impact and transportation projects.

SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
of the
OPEN SPACE WORKING GROUP

September 12, 2006
Minutes

TAIC then briefed the group on their analysis in conjunction with Jones & Stokes, relative to natural open space design, guidelines, and policies. The regional biological assessment will look at the entire region and the linkage analysis, identify areas that are currently protected and focus on at risk areas.

6.3 Mitigation Measures
Postponed

6.4 Chapter Organization
Postponed

6.5 Chapter Update
Postponed

6.6 Implementation Concepts Subgroup Report
Liz Chattin briefed the group on some of the brainstorming ideas and discussion topics, including:

- use of mitigation funds
- land use planning, general plan, and zoning
- political boundaries

7.0 **CHAIR'S REPORT**

8.0 **FUTURE AGENDA ITEMS**

9.0 **ANNOUNCEMENTS**

10.0 **ADJOURNMENT**

Jill Eggerman, Staff to the Open
Space Working Group

**SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
of the
OPEN SPACE WORKING GROUP**

**October 10, 2006
Minutes**

**THE FOLLOWING MINUTES ARE A SUMMARY OF ACTIONS TAKEN BY THE
OPEN SPACE WORKING GROUP. AN AUDIOCASSETTE TAPE OF THE ACTUAL
MEETING IS AVAILABLE FOR LISTENING IN SCAG'S OFFICES**

The Open Space Working Group held its meeting at SCAG Offices, Downtown, Los Angeles, CA. The meeting was called to order by Liz Chattin, Ventura County.

1.0 CALL TO ORDER & PLEDGE OF ALLIGANCE

Liz Chattin called the meeting to order at 10:05 a.m. Introductions were made by those present and via videoconference.

2.0 PUBLIC COMMENT PERIOD

No public comments were received.

3.0 REVIEW and PRIORITIZE AGENDA ITEMS

4.0 CONSENT CALENDAR

Minutes from the July 11, 2006 meeting were approved. September 12, 2006 meeting minutes were held over.

5.0 INFORMATION ITEMS

5.1 Mitigation Measures

Wendy Lockwood, SCAG consultant discussed the mitigation workshops that were held at SCAG prior to the OSWG meeting. The workshop was focused on the 2004 RTP PEIR mitigation measures and was aimed addressing the expanded consultation requirements under SAFETEA-LU. The goal was to gain input on the mitigation measures both from agencies that prepare "Tier 2" documents and also from agencies or parties who have suggestions for specific mitigation measures.

5.2 Open Space and Habitat Chapter Organization

Jill Eggerman, SCAG staff presented the general outline for Regional Comprehensive Plan Chapters and discussed the interaction between chapter outcomes and performance measures. Each chapter follows the basic framework of:

- where are we now with the current issues(existing conditions);
- under which framework do we want to operate (policies);
- Where would we like to get to (performance outcomes); and
- How will we get there (strategies and actions)

**SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
of the
OPEN SPACE WORKING GROUP**

**October 10, 2006
Minutes**

5.3 Open Space Chapter Update

Jessica Kirchner, SCAG staff presented the performance outcomes for the Open Space and Habitat Chapter. The basic structure is such that the chapter is divided into three main components: natural open space, community open space and farmlands. Each of the primary components has one or two goals associated with it such as preserve natural open space and increase parkland.

5.4 Consultant Update

Jean Carr, Jones and Stokes, presented an update on the open space program and briefed the working group on the natural lands workshop that was held on September 21.

7.0 CHAIR'S REPORT

No report

8.0 FUTURE AGENDA ITEMS

The group agreed to discuss implementation at the October meeting.

9.0 ANNOUNCEMENTS

No announcements

10.0 ADJOURNMENT

The meeting was adjourned at 2:30 pm.

MEMO

DATE: November 14, 2006

TO: Open Space Working Group

FROM: Jessica Kirchner, Associate Regional Planner, 213.236.1983, kirchner@scag.ca.gov

SUBJECT: Open Space Program Update

SUMMARY:

The consultant team will provide a progress report on the open space program.

BACKGROUND:

SCAG staff and the consultant team have made significant progress on the open space program in the previous month. Since the Open Space Working Group meeting in October, the consultant team has refined the natural lands maps presented in the natural open space workshop on September 21.

On October 6, SCAG held a community open space workshop. This workshop was well attended with over 15 participants and focused on the following:

- Open space needs and requirements that cross jurisdictional lines
- Public access to and use of open space
- Open space serving multiple functions
- Open space as part of new development and redevelopment

Materials from the community open space workshop are available on SCAG's website at <http://www.scag.ca.gov/rcp/openspace.htm>

SCAG plans to hold an additional workshop in early December that will focus on farmlands and agricultural issues. Additional information will be provided on this workshop as details become available.

Regional Open Space Program

Information and Issue Recap

Open Space Working Group Meeting

Information and Issue Recap

November 14, 2006

Southern California Association of Governments

Regional Open Space Program

Information and Issue Recap

RECAP

- ❖ What we now know about open space resources in the SCAG region
- ❖ What's been proposed to date at Working Group meetings and workshops regarding the focus of the program and possible roles for SCAG

Southern California Association of Governments

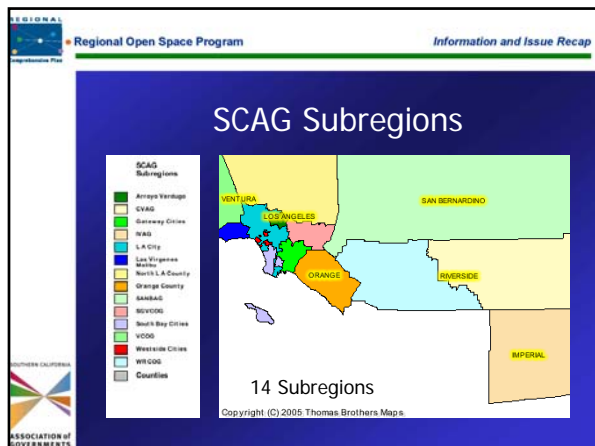
Regional Open Space Program

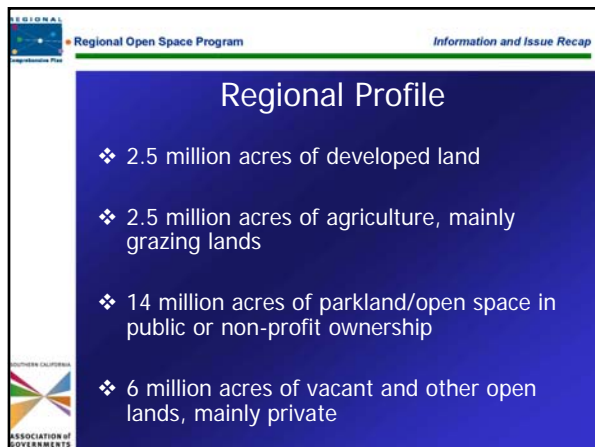
Information and Issue Recap

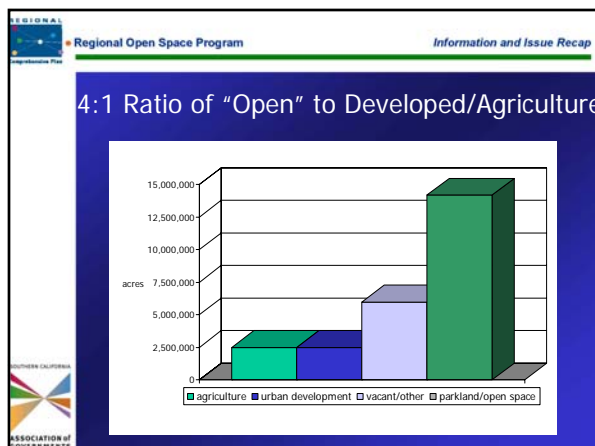
SCAG Region

- ❖ Largest MPO in Nation
- ❖ 6 counties, 159 cities
- ❖ 25 million acres
- ❖ 18.1 million residents
- ❖ 40 years of planning

Southern California Association of Governments









REGIONAL

Imperial County


Regional Open Space Program

Information and Issue Recap

What Totals and Ratios Overlook

- ❖ Local distribution/access issues
- ❖ Local mix of open and other uses
- ❖ Future uses reserved for some vacant lands
- ❖ Remaining options for providing more public parkland/open space





REGIONAL


Imperial County


Regional Open Space Program

Information and Issue Recap

Distribution of Public Parkland/Open Space

- ❖ 12.1 million acres in Coachella Valley, San Bernardino County, and Imperial County
- ❖ 1.8 million acres in Ventura, Northern LA, and Western Riverside counties
- ❖ <300,000 acres in remainder of LA and Orange counties





REGIONAL


Imperial County

Regional Open Space Program

Information and Issue Recap

Distribution of Other Open Lands

- ❖ Similar pattern as Public Parklands/Open Space
- ❖ Key issue in urbanizing subregions
 - private vacant equal or exceed Public Parklands/Open Space
 - final status: open or developed or both?



Regional Open Space Program

Information and Issue Recap

Urbanized Subregions

- ❖ More developed land than public open space (except Las Virgenes/Malibu)
- ❖ Varying amounts of vacant private land (some to nearly none)
- ❖ Little or no farmland

Regional Open Space Program

Information and Issue Recap

Urbanized Subregions

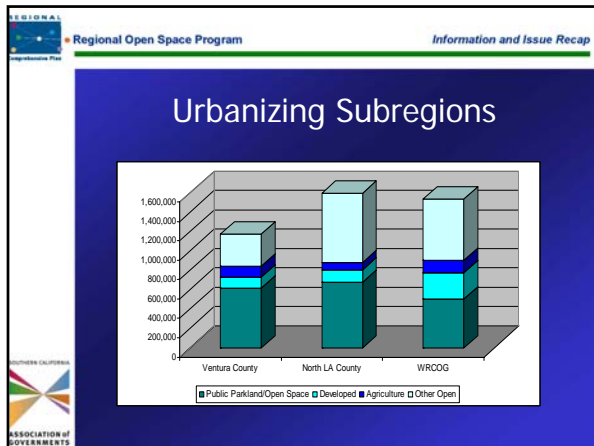
Subregion	Public Parkland/Open Space	Developed	Agriculture	Other Open
Las Virgenes/Malibu	~100,000	~50,000	~10,000	~10,000
South Bay Cities	~50,000	~100,000	~10,000	~10,000
City of LA	~10,000	~300,000	~10,000	~10,000
Westlake Cities	~10,000	~10,000	~10,000	~10,000
Alhambra/Van Nuys	~10,000	~10,000	~10,000	~10,000
Gateway Cities	~10,000	~100,000	~10,000	~10,000
San Gabriel Valley	~10,000	~100,000	~10,000	~10,000
Orange County	~10,000	~10,000	~500,000	~10,000

Regional Open Space Program

Information and Issue Recap

Urbanizing Subregions

- ❖ More public open space than developed land -- but substantial levels of development
- ❖ Relatively large amount of farmland
- ❖ Relatively large amount of vacant private land

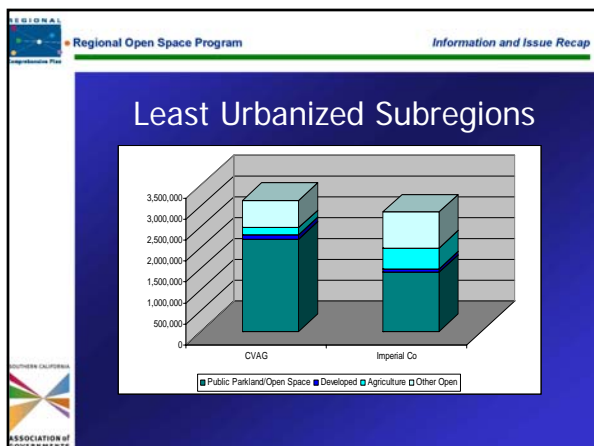


REGIONAL
Imperial County
Regional Open Space Program
Information and Issue Recap

Least Urbanized Subregions

- ❖ Substantially more public open space than developed lands
- ❖ Substantially more farmland than urban development
- ❖ Relatively large amount of vacant private land (equal to or greater than urbanizing areas)

ASSOCIATION OF GOVERNMENTS



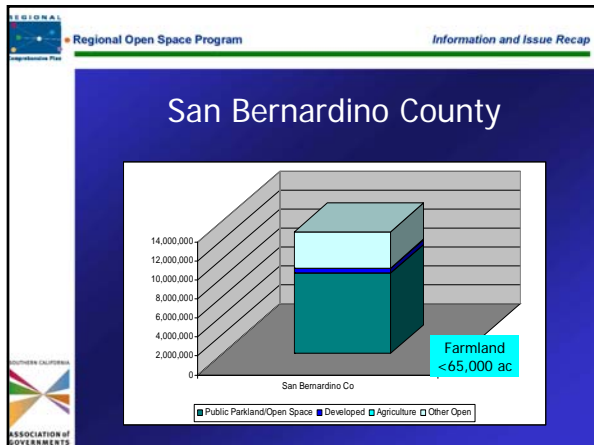
Regional Open Space Program

Information and Issue Recap

San Bernardino County

- ❖ Most public parkland/open space and most other open land in region
- ❖ More existing development than all of Riverside County; triple the amount in Ventura or North LA
- ❖ Less farmland than any of the urbanizing subregions

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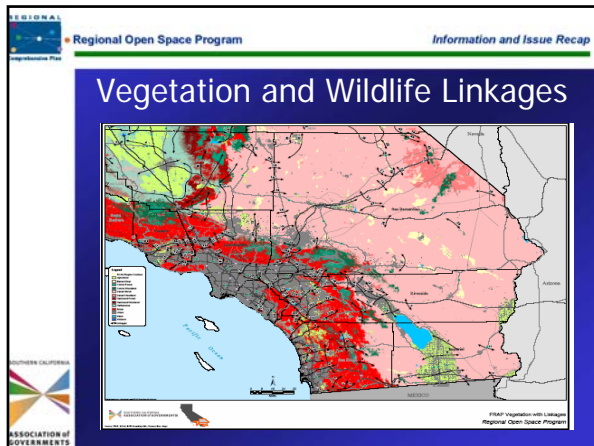
Regional Open Space Program

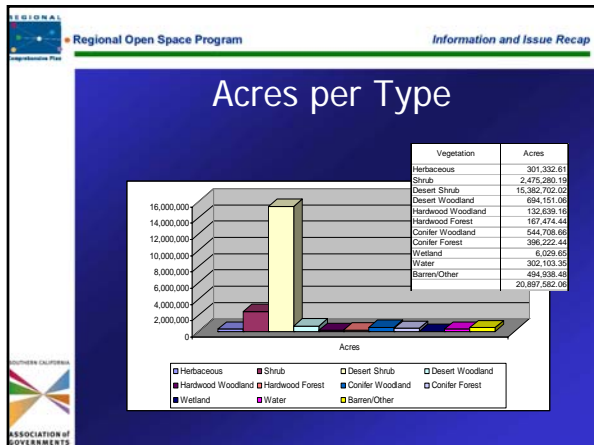
Information and Issue Recap

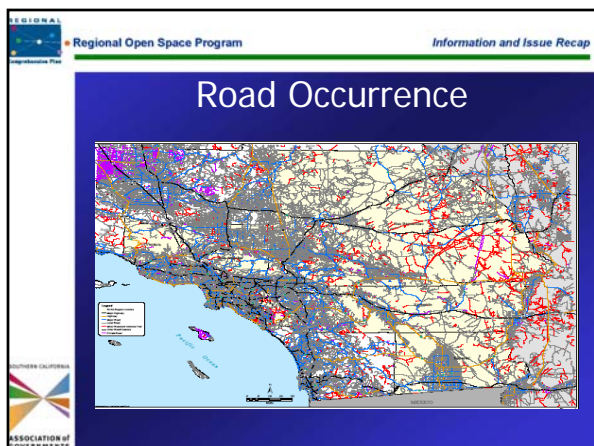
What We Know about the Region's Natural Lands

- ❖ Vegetation and Wildlife Linkages
- ❖ Acres per Type
- ❖ Road Occurrence
- ❖ Interconnectedness
- ❖ Current Programs and Plans

Southern California Association of Governments







Regional Open Space Program

Information and Issue Recap

Interconnectedness

Regional Open Space Program

Information and Issue Recap

Current Programs and Plans

100+ active programs and projects

Regional Open Space Program

Information and Issue Recap

What We Know about the Region's Community Open Space

- ❖ Wide range of park to people ratios (acres per 1000), regardless of what counts as park
- ❖ Limited options for providing more and/or improving access to open space in urban areas
- ❖ New challenge/opportunity to provide open space as part of mixed use development, especially in 2% Strategy opportunity areas
- ❖ Wide range of plans and programs, many inter-jurisdictional

Regional Open Space Program

Information and Issue Recap

What We Know about Agriculture in the Region

- ❖ More grazing land than farmlands regionwide (>3:1 ratio)
- ❖ Almost all of the farmland enrolled in Williamson Act
- ❖ Several other local and state conservation programs
- ❖ More conversion of grazing land than farmland to non-farm uses, except in Riverside and Imperial counties

Regional Open Space Program

Information and Issue Recap

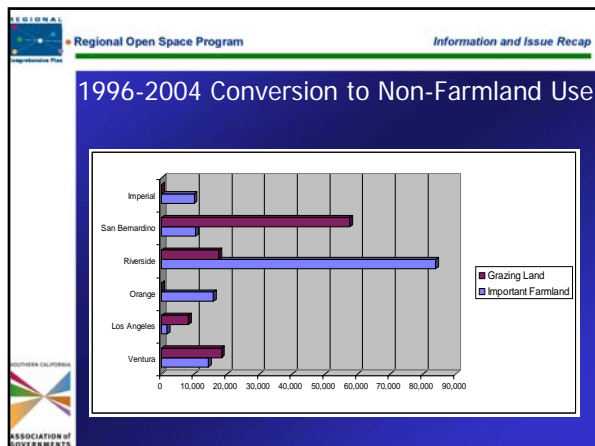
Important Farmland and Grazing Land 2004

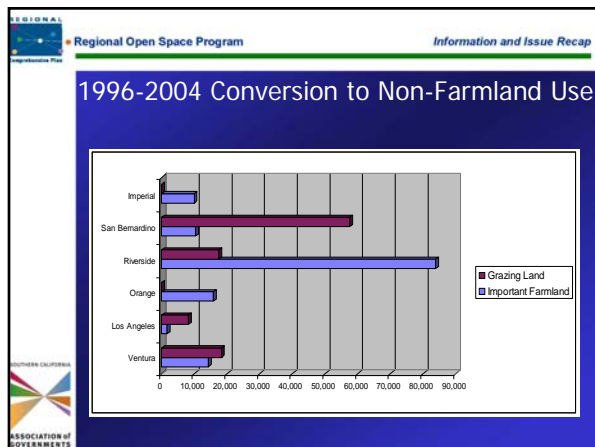
County	Grazing Land (Acres)	Important Farmland (Acres)
Imperial	~600,000	~100,000
San Bernardino	~1,000,000	~100,000
Riverside	~500,000	~100,000
Orange	~100,000	~100,000
Los Angeles	~200,000	~100,000
Ventura	~200,000	~100,000

Regional Open Space Program

Information and Issue Recap

Prime Farmland 2004





- REGIONAL
Regional Open Space Program
Information and Issue Recap
- ### Recommendations to Date – Program Focus
- ❖ Natural Lands
 - ❖ Tie to watershed and water quality issues,
 - ❖ Tie to programmatic mitigation program for RTP impacts,
 - ❖ Focus on wildlife linkages
 - ❖ Base on regional “green infrastructure” concept
 - ❖ Needs to be feasible and enforceable
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Regional Open Space Program

Information and Issue Recap



SOUTHERN CALIFORNIA

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Recommendations to Date – Program Focus

- ❖ Community Open Space
 - ❖ Focus on coordinating, assisting local programs
 - ❖ Focus on trail, access programs
 - ❖ Include urban agriculture, consider “sustainability” standard
 - ❖ Develop “level of serve” standards for community open space
 - ❖ Develop standards/tools for identifying open space options for mixed use development and related scenarios



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Regional Open Space Program

Information and Issue Recap



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Recommendations to Date – Program Focus

- ❖ Agriculture (preliminary)
 - ❖ Focus on rate of conversion to non-farm uses
 - ❖ Coordinate with community open space and natural lands conservation
 - ❖ Link to sustainability goals



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Regional Open Space Program

Information and Issue Recap



SOUTHERN CALIFORNIA

ASSOCIATION of GOVERNMENTS

Recommendations to Date – SCAG Role

- ❖ Link funding for planning and/or transportation projects to compliance with open space program
- ❖ Review projects and make consistency determination
- ❖ Establish and maintain regional databases, especially for ownership and projects
- ❖ Coordinate and provide ongoing forum for local and regional programs

Regional Open Space Program

Information and Issue Recap

Regional Open Space Program

Information and Issue Recap

1996-2004 Conversion to Non-Farmland Use

County	Grazing Land	Important Farmland
Imperial	~10,000	~10,000
San Bernardino	~60,000	~10,000
Riverside	~15,000	~85,000
Orange	~15,000	~15,000
Los Angeles	~10,000	~5,000
Ventura	~15,000	~15,000

MEMO

DATE: November 14, 2006
TO: Open Space Working Group
FROM: Jacob Lieb, Program Manager, (213) 236-1921
SUBJECT: Open Space Financing

The attached presentation was prepared by SCAG's Regional Comprehensive Plan (RCP) Finance consultant. It reviews typical mechanisms for large scale open space preservation and acquisition, and should serve as a starting point for discussion on the appropriate strategy for RCP implementation.

Funding Sources for Open Space

Presentation to the Open Space Working Group

November 14, 2006

Open Space Funding in California

- **Funding for open space and park acquisition has historically come from the State and county open space districts.**
- **California law places unique restrictions on the implementation of new taxes or assessments for open space.**
- **State and federal grants are available, but only to a limited extent.**
- **New approaches are being tried that may provide an alternative to historic funding methods.**

| 2

Common Funding Sources for Open Space and Parks in California

- **Most new funding sources for open space require at least majority voter approval or State legislative action.**
 - Benefit assessment district
 - Municipal services district
 - Allocation of existing property taxes
 - State general obligation bonds
- **City and county general obligation bonds are more widely used elsewhere in the nation.**

| 3

Alternative Approaches May Create New or Help Leverage Existing Funding Sources

- **Alternative approaches for open space funding include:**
 - conservation easements
 - lottery funds
 - conservation and mitigation banking
- **Changes to existing approaches may invigorate their use.**
 - Infrastructure financing district
 - Integrated financing district

| 4

MEMO

DATE: November 14, 2006

TO: Open Space Working Group

FROM: Jacob Lieb, Program Manager, (213) 236-1921, lieb@scag.ca.gov

SUBJECT: Open Space Implementation Incentives

SUMMARY:

SCAG staff has researched and compiled various mechanisms for pursuing environmental mitigation, generally, and protecting open space, specifically, based on existing regional programs and authorities. This memo reviews existing regional authorities and planning mandates that potentially can be used to implement goals of the open space chapter. A second memo describes financial tools and mechanisms.

The open space and habitat chapter is advisory and does not regulate the land use decisions of SCAG's member agencies. It can provide a toolkit and foundation for guiding local agencies in their long range planning and resource protection. The primary utility of the chapter is in providing data, best practices, and other information that facilitate the local planning process including the preparation of General Plans, and potentially, Natural Community Conservation Plans (NCCPs). In this sense, the RCP Open Space Chapter potentially reduces the effort and cost associated with implementation activities at the sub-regional and local level.

POSSIBLE IMPLEMENTATION TOOLS (PLANNING AND REGULATORY)

California Environmental Quality Act (CEQA)

Mitigation: Mitigation measures included in the Environmental Impact Report (EIR) for SCAG's RTP/RCP are essentially equivalent to regional policies. SCAG can develop standardized mitigation measures that are applicable at the project scale, and can be adopted by lead agencies at their discretion in order to reduce effort and cost.

Environmental Setting/Intergovernmental Review (IGR): CEQA requires that an EIR discuss any inconsistencies between a proposed project and regional plans, including but not limited to regional transportation plans, regional housing allocation plans and HCP/NCCPs (*CEQA Guidelines* 15125(d)). SCAG performs Intergovernmental Review of local agency projects, for which an EIR is prepared, for consistency with the RTP/RCP. CEQA only requires that inconsistencies be discussed as part of the environmental setting. However, most Lead Agencies take the analysis a step further and find a plan inconsistency to be a significant impact. In those cases, the inconsistency must be mitigated (i.e., conformance with the plan) or the lead agency must adopt a Statement of Overriding Considerations (SOC).

Intergovernmental Review (Federal)

Federal Executive Order 12372: allows that federal agencies shall provide opportunities for consultation by state and local elected officials, where those local governments would provide the non-federal funds for, or that would be directly affected by, proposed federal financial assistance or direct federal development. <http://www.archives.gov/federal-register/codification/executive-order/12372.html>

MEMO

RTP: SCAG should consider whether there is a means to tie to the open space and habitat policies to the RTP/RTIP process. SANDAG, through TransNet, has established a protocol to review transportation project impacts on biological resources and provides mitigation funding.

Clean Water Act Section 208: Section 208 requires regions to prepare plans for waste treatment management. SCAG is the designated agency for this type of planning in Southern California. However, a plan has not been updated since 1981, due primarily to lack of funding. The 208 process, potentially, creates an opportunity for addressing open space issues, assuming there is a nexus between potential growth and development and impacts on watersheds and water quality. Other regions preparing these plans recently have, in fact, used authority under section 208 to define and enforce regional development preferences.

Clean Water Act Section 404: In 1993, several agencies, including Caltrans, entered into a Memorandum of Understanding committing them to integrate NEPA and Section 404 of the Clean Water Act into transportation planning, with the intent of avoiding impact on water and on sensitive species. The MOU provides that Caltrans will make available data, technical assistance to MPOs. The 404 process has been helpful in avoiding or mitigating environmental impacts in various large scale planning processes in California.

Housing Element: State housing law requires SCAG to consider open space as a factor in the allocation of shares of regional housing need to local governments. This is potentially helpful in information sharing, as well as in reinforcing local commitment to open space protection.